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BOARD POLICY MANUALS IN CALIFORNIA PUBLIC JUNIOR COLLEGES.

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DESCRIPTORS- *JUNIOR COLLEGES, *GUIDES, *MANUALS, *POLICY, BOARD OF EDUCATION POLICY, *POLICY FORMATION, CALIFORNIA,

IN A SURVEY OF CALIFORNIA JUNIOR COLLEGES, APPROXIMATELY HALF OF THE DISTRICTS PROVIDED COPIES OF BOARD POLICY MANUALS FOR STUDY, WHILE MOST OF THE OTHER DISTRICTS INDICATED PLANS TO DEVELOP SUCH DOCUMENTS. TYPICAL DIVISIONS OF THE POLICY MANUALS STUDIED WERE (1) INTRODUCTION AND PURPOSE OF THE MANUAL, (2) ORGANIZATION OF THE BOARD AND ADMINISTRATION OF THE COLLEGE, (3) CERTIFICATED PERSONNEL, (4) CLASSIFIED PERSONNEL, (5) STUDENTS AND EDUCATIONAL PROGRAM, (6) BUSINESS MANAGEMENT, (7) BUILDINGS, EQUIPMENT, AND GROUNDS, AND (8) MISCELLANEOUS. STUDY OF THE AVAILABLE DOCUMENTS LED THE AUTHOR TO RECOMMEND (1) DISTINCTION BETWEEN BOARD POLICIES AND REGULATIONS DEVELOPED FROM POLICIES, (2) INCLUSION OF STATEMENTS OF PHILOSOPHY AND/OR OBJECTIVES, (3) INCLUSION OF A TABLE OF CONTENTS AND AN INDEX, (4) DEVELOPMENT OF A PLAN FOR UPDATING, AND (5) DISTRIBUTION OF COPIES, OR OF PERTINENT PARTS, TO ALL STAFF MEMBERS. TABLES SHOW FREQUENCY OF INCLUSION OF SPECIFIC ITEMS UNDER EACH OF THE MAIN HEADINGS. (WO)

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BOARD POLICY MANUALS IN CALIFORNIA PUBLIC JUNIOR COLLEGES

By

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U. S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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JUNIOR COLLEGE LEADERSHIP PROGRAM
SCHOOL OF EDUCATION
UNIVERSITY OF CALIFORNIA, LOS ANGELES

TABLE OF CONTENTS

FOREWORD BY B. LAMAR JOHNSON

Chapter I. INTRODUCTION 4
The Problem and Its Importance
Review of the Literature

Chapter II. CONTENT AND FORMAT OF BOARD POLICY MANUALS 9
Content Emphases
Contents Topically Considered
Format

Chapter III. CONCLUSIONS AND RECOMMENDATIONS 27

Appendix A 29
TABLE I. Items Included in Half or More of Twenty-Three California Public Junior College Board Policy Manuals Arranged in Rank Order on Basis of Frequency of Occurrence 29
TABLE II. Frequency with which Items are Included in Introduction to Twenty-Three California Public Junior College Board Policy Manuals 30
TABLE III. Frequency with which Items Concerning Organization of Board—Administration of College are Included in Twenty-Three California Public Junior College Board Policy Manuals 31
TABLE IV. Frequency with which Items Concerning Certified Personnel—Instructors are Included in Twenty-Three California Public Junior College Board Policy Manuals 32
TABLE V. Frequency with which Items Concerning Non-Certified—Classified Personnel are Included in Twenty-Three California Public Junior College Board Policy Manuals 34
TABLE VI. Frequency with which Items Concerning Student Body and Educational Program are Included in Twenty-Three California Public Junior College Board Policy Manuals 35
TABLE VII. Frequency with which Items Concerning Business Management are Included in Twenty-Three California Public Junior College Board Policy Manuals 36
TABLE VIII. Frequency with which Items Concerning Buildings—Equipment—Grounds are Included in Twenty-Three California Public Junior College Board Policy Manuals 38
TABLE IX. Frequency with which Miscellaneous Items are Included in Twenty-Three California Public Junior College Board Policy Manuals 38

Appendix B 40
Participating Colleges

Appendix C 41
Bibliography

Foreword

In this Occasional Report Number 2 from the Junior College Leadership Program at the University of California, Los Angeles, Dr. Kintzer studies twenty-three policy manuals from California public junior colleges.

As in the case of Occasional Report Number 1,[1] the publications here analyzed are from the Laboratory in Junior College Administration which has been established as a part of the UCLA Junior College Leadership Program. During its initial year, 1960-61, the Laboratory has been widely used by advanced graduate students, professors and junior college administrators. Through his studies of such materials as faculty handbooks and board policy manuals, Dr. Kintzer is now making it possible to share the resources of the Laboratory with a wide circle of readers.

It is anticipated that the present analysis of board policy manuals will be of value to committees which are formulating or revising board policy statements. It is hoped that the report will have particular value for boards and administrators in districts with newly established junior colleges. Although the impetus for this study has come from California junior colleges and although the manuals analyzed are also from California, the findings here reported will, it is believed, be useful in other states.

B. Lamar Johnson, Director
Junior College Leadership Program
University of California, Los Angeles

January 4, 1962

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[1]Frederick C. Kintzer. *Faculty Handbooks in California Public Junior Colleges* (Junior College Leadership Program, Occasional Report No. 1) Los Angeles, University of California, Los Angeles, 1961.

CHAPTER I

Introduction

Governing bodies which make decisions affecting many people frequently find that a set of stated policies is helpful in making wise judgments. One such guide — the policy manual — is an accepted means of putting rules on record.

A. THE PROBLEM AND ITS IMPORTANCE.

In the field of education, considerable attention is being given to the development of a handbook of regulations for school boards. During the five year period, 1956-1960, for example, nine articles on various aspects of this subject appeared in the *American School Board Journal* — two more than are found in issues published in the preceding ten years, 1944-1955.

Progress toward the goal of wide use of the policy manual recommended by educators is, however, far from rapid. A survey made during the 1952 St. Louis Convention of the National School Boards Association indicated that only thirty-five percent of the school districts represented had written policies.[2] Although use of the board manual has undoubtedly increased since the 1952 survey, it is only in recent years that significant numbers of school districts have developed policy documents.

Correspondence directed by college administrators to the newly established Laboratory in Junior College Administration, Department of Education, University of California, Los Angeles, clearly indicates, however, that interest in the formulation and statement of board policies is gaining momentum in districts supporting junior colleges in California.

Because of requests for policy manuals and for information about them, letters were sent to the presidents of California public junior colleges asking for board policy documents. Twenty-three were received, thirteen from independent junior college districts, and ten from unified or high school-junior college districts. Administrators from no less than twenty-six additional districts indicated that they plan to or are in the process of developing such publications.

A review of the literature on board policy handbooks fails to reveal references which deal primarily with the junior college. In the paragraphs which follow, it will, however, be noted that materials discussed are relevant to junior college districts.

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[2]E. M. Tuttle. "National Association Finds Growing Interest in Written Policies for Boards of Education," *American School Board Journal*, 124-5-6, June, 1952. pp. 5-6.

B. REVIEW OF THE LITERATURE.

Authors consistently refer to the policy manual as an important contribution to the efficient management of school districts. In the words of White: "In recent years, emphasis has been placed on improving the effectiveness of local boards as educational policy-making agencies. One important aspect of this emphasis has been the attention given to written statements of board policy or manuals setting forth systematically important school board decisions."[3]

Wagner supports this view by pointing out that ". . . a school board is such a significant community organization that it should operate within the pattern of carefully conceived and clearly stated policies."[4]

Eggert suggests that the policy manual also has significance in helping identify the institution in the minds of the people with whom it deals by stating that ". . . well understood board responsibility and written published policy are notice to all that they are dealing with a businesslike organization."[5]

Writers agree that the board policy manual may help to improve the effectiveness of an institution: (1) by providing district leaders with basic principles of action upon which to build a consistent and stable administration; (2) by aiding in the orientation of new members of the board, administration, faculty and staff; (3) by setting forth a basis for the evaluation of educational services; and (4) by contributing to improved communication and, therefore, to better relations between the board of trustees and the administration, instructional personnel, other employees and the public served by the school.[6]

At the same time, authors point out certain problems associated with the policy manual. Reller, for example, suggests that (1) the handbooks, "rather than the educational needs of . . . youth, [may become] the measure of [all] things:" and (2) the manual may kill "initiative because of its emphasis upon authorization for action — which authorization becomes more and more specific and detailed."[7]

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[3]Alpheus L. White. "Local School Board Policy Manuals," *School Life*, 42:23-5, November, 1959. p. 23.

[4]Guy Wagner. "What Schools are Doing — Board of Education Handbooks," *Education*, 80:445, March, 1960. p. 445.

[5]C. Lee Eggert. "School Boards Need Written Policy," *American School Board Journal*, 139:28-9, September, 1959. p. 29.

[6]For a further discussion of the important values of policy statements see: American Association of School Administrators and National School Boards Association. *Written Policies for School Boards*, Washington, D. C.: National Education Association, 1955; and, Jimmy Magoulas. "Why Written School Board Policies are Important," *American Schol Board Journal*, 142:11-12, March, 1961.

[7]T. L. Reller. "Board of Education Policies and—A Preamble to an Administrative Guide," *American School Board Journal*, 126:25-7, April, 1953. p. 26.

To avoid such dangers, Reller recommends that published policies should be re-evaluated regularly by committees representing the entire school system in the light of such basic educational concepts as respect for individual personality and cooperative action.[8]

1. *Policies and Rules.* Several authors distinguish between policy statements and rules or regulations. They point out that policies developed by the board of trustees are broad guides for discretionary action. On the other hand, rules established by the administration are the applications regulating specific situations. Writers further suggest that if the board establishes rules as well as policies, much of its time may be spent in considering matters of detail which should be the responsibility of the chief administrative officer. In this connection a publication of the American Association of School Administrators and the National School Boards Association asserts:

> By virtue of the powers with which it is vested, the school board is the final authority in setting of policy. A board is functioning within its recognized sphere of activity when it approves the rules and regulations that are consistent with its policies. But it can quickly find itself in a position of meddling and interfering if it attempts to deal with details that are a part of the administrative operation of the schools. Execution of policy through the detailed steps and procedures of school administration is the job of the school superintendent.[9]

White points out, however, that distinctions between policy statements and rules and regulations are, by no means, consistently made. He further suggests: "Where such distinctions have been made, there is notable lack of agreement concerning what a school board's code should include.[10]

In discussing the difficulty of distinguishing between policies and rules, Polley observes:

> It will not ordinarily be difficult to identify what is policy and what is not, but there will be points at which different boards will exercise different judgments. What one views as policy, another will view as rule. Such variations are certainly acceptable. What is desired is a clear concise statement of how the board intends to operate.[11]

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[8]*Ibid.*, pp. 26-7.
[9]American Association of School Administrators and National School Boards Association. *op. cit.*, p. 7.
[10]Alpheus L. White. *Characteristics of Local School Board Policy Manuals,* (U. S. Office of Education Bulletin, 1959, number 14) Washington, D. C.: U. S. Government Printing Office, 1959. p. 3-4.
[11]John W. Polley. *Statement of Policies—A Handbook for School Boards,* Albany, N. Y.: New York State School Boards Association, Inc. 1956, p. 2.

It is clear that the goal of efficient operation is best reached by ultimately deciding what is policy and what are regulations — thereby establishing clear relationships between a board of trustees and its chief administrator: the superintendent or president. Thus, it is recommended that the board of trustees should adopt policy and expect the administration to develop supporting rules and regulations. The board may then review the rules to see that policies have been correctly interpreted.

Firth cites an example of a policy statement which might be adopted by a board of trustees:

> The superintendent shall give the staff opportunities to advance professionally by providing (1) leaves of absence, for travel and study . . . and (5) time to obtain training in institutions of higher learning.[12]

From this broad base, a number of rules governing specific types of leaves may be developed by the chief administrator and his staff.

It will be noted later that some manuals analyzed in the present study include statements of policies which are immediately followed by regulations.

2. *Step by Step Procedure for Developing Policy Statements.*

The following progression of events proposed by Rand is representative of the views of those who have written on desirable step by step procedures for developing policy manuals: (1) the chief administrator expresses to the board a need for a policy manual; (2) the board suggests a preliminary survey of opinions of board members, instructors and nonteaching personnel, and if the need for a manual is apparent, instructs the superintendent to extract from board minutes of the past several years statements of policies and procedures which can serve as a guide on matters of a continuing concern; (3) at a subsequent meeting, the board establishes a steering committee made up of a cross-section of school personnel to develop a tentative manual; (4) after preliminary approval of this draft by the board, this initial model is given to various groups of district personnel to evaluate in terms of their particular areas of responsibility; (5) the steering committee reviews the suggestions given and prepares a revised draft for presentation to and approval by the chief administrator and board; and (6) the manual is then edited and published.[13]

Smith recommends that before publication the document be submitted to the board attorney for a thorough review.[14]

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[12]Gerald B. Firth. "Use the Policy Handbook for Policy and Rules," *American School Board Journal*, 141:13-4, November, 1960. p. 14.

[13]M. J. Rand. "Planning a Guidebook in District Policies and Procedures," *Nation's Schools*, 50:63-4, October, 1952. p. 63-4.

[14]Max S. Smith. "School Policies Should Be Codified," *Nation's Schools*, 49:62-3, April, 1952. p. 63.

Throughout the development of a policy manual, it is important that all school personnel be kept informed of what is being done. Although only a few individuals may participate in assembling existing policies (step two, above), many should have opportunities to serve on committees assigned, for example, to analyze existing policy statements or to develop rules in areas for which none have previously been formulated. "Staff participation is more important than any amount of time which might be saved. If those who must live by policies are to be expected to support them wholeheartedly, they must have a part in the development of those policies."[15]

Writers urge that one person, preferably the chief administrator, be responsible for gathering together basic policy from board minutes as well as for reviewing appropriate laws and provisions of state board of education regulations. There is agreement in recommending the continuous evaluation and review of policy statements and their application. Manuals must be kept up to date, and only material which is most vital should be retained.

The point is repeatedly made that board policies, to be effective, must be formulated for a particular district, and reflect the "personality" of the community served. Handbooks examined in the present study have apparently been written with this injunction in mind, for they are truly individualistic documents. Both in content and format, they vary, in general, as colleges and communities differ.

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[15]Ohio Education Association. *School Personnel Policies*, Columbus, Ohio: Ohio Education Association, 1956. p. 7.

Chapter II

Content and Format of Board Policy Manuals

Various titles are given to the twenty-three manuals examined: six are called "Rules and Regulations" (which is commonly used in the State of California *Education Code*); two each, "Policies" and "Board Policies," and one each, "Handbook of Administrative Policy," "Administrative Code," "Rules and Policies," "Procedures and Practices," "Board Policy Manual," "Manual of Policies, Procedures, Rules and Regulations," "Administrative Manual," "Policies and Procedures," "Policies and Rules," "Administrative Policies," and "The Rules and Regulations and the Administrative Code." Two of the documents, which are in an early stage of development, are unnamed. This variety of titles indicates that apparently the terms, "policies," "rules," "regulations" and "procedures" are used interchangeably by many California junior colleges.

Four different titles are used to identify the governing bodies of the twenty-three junior colleges represented in this study: fourteen are designated "board of trustees"; five, "board of education"; three, "governing board"; and one, "board of governors."

In analyzing board policy manuals, the 263 topics included in one or more publications were first listed and then grouped under the following eight headings: (1) Introduction, (2) Organization of Board—Administration of College, (3) Certified Personnel—Instructors, (4) Non-certified—Classified Personnel,[16] (5) Student Body and Educational Program, (16) Business Management, (7) Buildings—Equipment—Grounds, and (8) Miscellaneous.

A count was then made to indicate the frequency with which items are found in the handbooks.

A. CONTENT EMPHASES.

The diversity of emphasis in the manuals is suggested by the fact that there are 263 topics mentioned at least once in manuals, only thirty-eight of which are included in as many as half and only eight in as many as three-fourths (seventy-four percent—seventeen of the twenty-three manuals, to be exact) of the publications. Topics included in half or more of the policy handbooks are concentrated in two areas: "Organization of Board—Administration of College" and "Certified Personnel

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[16]The terms, "Certified Personnel" and "Certified Employees," are used in the 1959 edition of the State of California *Education Code*. These replace the words, "Certificated Personnel" and "Certificated Employees," which are found in the 1957 edition of the *Code*. For examples, see: California Laws, Statutes, etc., *Education Code*, 1959. Sacramento: State Printing Office, 1959. p. 538. Also, 1957 edition, p. 623.

—Instructors." Specifically, twenty of the thirty-eight items are classified under these headings, eight under the former and twelve under the latter. Ninety-six of the total 263 topics (thirty-six percent) are included in these two areas.

The items most often found in the manuals are: "Responsibilities of President and/or Superintendent" and "Salary Information (certified personnel)," each of which is included in nineteen of the twenty-three publications. (See Table I). Duties of other administrators, such as directors and deans, are frequently mentioned (in fourteen and twelve handbooks, respectively), while instructor responsibilities are stated in thirteen handbooks.

Salary information is not only provided for instructors (in eighteen manuals, as has been reported) but also for classified personnel (in fifteen). Only a few (five, to be exact), however, include such information for administrators, and this ordinarily consists of a brief statement which indicates that administrative salary schedules are established by the board and are commensurate with the positions in the district.

Following salary information for faculty, in frequency of mention, are two topics dealing with the board of directors: "Functions of Board of Trustees" and "Board Meetings (regular, special, executive, quorum, etc.)"; one item in the area of certified personnel, "Health or Hardship Leave,"[17] and one miscellaneous topic, "References to State Law and/or California *Education Code*."[18]

Although board functions and board meeting information are included in eighteen of the twenty-three manuals examined, other material concerning the governing body, such as development of its agenda and policies pertaining to board organization, is provided in twelve handbooks. In addition to "Health and Hardship Leave," other leave policies for certified personnel are described in more than half of the publications. Most often mentioned are sabbatical and bereavement leave (in sixteen and fifteen, respectively).

B. CONTENTS TOPICALLY CONSIDERED.

In the pages which follow, the topics included in board manuals will be discussed under these headings:

(1) Introduction
(2) Organization of Board—Administration of College

[17]"Health or Hardship Leave" is used to designate sick leave and leave because of serious illness or death in the immediate family.
[18]"References to State Law and/or California *Education Code*" includes those instances when the number of a state law and/or California *Education Code* regulation is actually given after a policy or precedure.

(3) Certified Personnel—Instructors
(4) Non-certified—Classified Personnel
(5) Student Body and Educational Program
(6) Business Management
(7) Buildings—Equipment—Grounds
(8) Miscellaneous

1. *Introduction.* Among introductory information included in policy manuals are prefaces or forewords, historical or philosophical statements and purposes and objectives of colleges. (See Table II, Appendix A).

a. Preface-Foreword. Most frequently found among introductory materials is the preface or foreword provided in sixteen of twenty-three board policy manuals. These preliminary statements, usually written by the superintendent and/or president, but occasionally by the president of a board of trustees, frequently explain that policies and procedures are presented for the guidance of all personnel. The following statement from San Mateo is typical:

> The manual describes the educational and administrative organization and defines the responsibilities of trustees and employees of the District. It also outlines the policies for the administration and operation of the services offered by the District.

In two forewords, purposes of the publications are offered in some detail. The "Preamble" of the Mount San Antonio manual contains the following:

> The purpose of these rules and regulations is to establish clear lines of policy and responsibility for the Board of Trustees, the President, and other school employees . . . An attempt has been made to make clear the more important statutory provisions, policies and general procedures established and sanctioned by the Board of Trustees for the government of the College.

Included in the preface to the Fresno and San Mateo handbooks are extracts from the State of California *Education Code* which establishes legal bases for college districts.

b. Background—History. Only three manuals include materials regarding the background and history of colleges. The Porterville College document, for example, contains a geographical description of the community followed by an account of the origin and composition of the district and a chart of the academic organization of the college.

c. Philosophy, Purposes—Objectives of College. Four of the manuals report statements of philosophy and one purposes and objectives of the college.

Typical of the statements of philosophy is the following presented in the Orange Coast handbook under the heading: "Philosophy of Administration:"

> It is the aim of Orange Coast College to work closely with the entire Community to develop realistic and meaningful courses of studies during the day and evening for the young people and the adults of the region. It is therefore the function of the college to provide vocational education, university transfer training, general education, guidance and counseling, and adult education.

Under the general heading: "Organization of the System," Palo Verde, in the introduction to its manual, provides information concerning the "principles of school organization" and also a "philosophy of the board."

Eleven principles are presented in the discussion of "philosophy of education" in the Porterville College publication. The last two of these are directed specifically to the instructors:

> The Board of Trustees recognize that effective teaching can only be accomplished through adequately trained and well adjusted members of the teaching profession. The teacher is to be encouraged to maintain a constructive attitude toward those under his direction, to cooperate with the other members of his profession, and to respect the authority of those who have administrative assignments and the authority of the Governing Board of the District. It is recognized further that the cooperation of all of the elements necessary to the successful operation of a school district must be available in order to do the most efficient job for the training of students attending our schools.

One of the colleges which does not now have a board policy manual is initiating work in such a publication by having a faculty study made of college philosophy.

Despite the fact that a statement of philosophy as well as purposes and objectives may be published in the catalog and other college publications, it would seem to be important to include such basic material in a board policy manual.

2. *Organization of Board—Administration of College.* As indicated earlier in this report, eight of the thirty-eight items mentioned in half or more of the manuals are found in the area: "Organization of Board—Administration of College." Most frequently mentioned topics include "Responsibilities of President and/or District Superintendent," "Functions of Board of Trustees" and "Board Meetings (regular, special, executive, quorum, etc.)." (See Table III, Appendix A).

Although the responsibilities of presidents which are identified in policy handbooks are many and varied, they center around the charge

to organize and administer the institution. Included in manuals are both general statements of responsibilities and from twenty to thirty more specific designations of duties. Typical of descriptions of the general overall responsibilities of the college president is the following from the Mount San Antonio College publication:

> The President and District Superintendent shall serve as chief executive officer of the Board of Trustees and put into effect the decisions made and actions taken at meetings of the Board.

Representative of a more specific responsibility is this statement from Orange Coast College:

> The District Superintendent and President shall serve as an advisor to student government.

Statements of duties of administrators actually have far-reaching policy implications. For example, the assertion, "The President shall recruit new teachers and make recommendations to the Board for their appointment," actually represents a policy statement concerning teacher recruitment. It may therefore be desirable to have cross references from selected statements of individual or staff responsibility to other appropriate sections of a manual.

Preceding a list of the duties and responsibilities of the district superintendent, the Palomar College handbook contains policies governing his selection and tenure.

Although general functions of the board of trustees are given in three-fourth of the handbooks, specific duties of board members are found in only one-fourth of the publications.

Eleven manuals include statements (often as initial paragraphs in sections devoted to board organization) on the derivations of the legal authority of the board of trustees. Representative of these are the following from part I of the Cabrillo handbook:

> The Board of Trustees derives its authority from the Education Code of the State of California. The Board is subject to the provisions of the Constitution of the State of California, the Education Code, the Rules and Regulations of the State Board of Education (Title 5, California Administrative Code), its own policies and procedures and the expressed will of the electorate.

In the Palo Verde statement of board policies, are listed four areas for which the board of trustees and the district superintendent have joint responsibilities: curriculum offerings, district finance, plant facilities and pupils. This same publication presents materials regarding the relationship of the board and superintendent to certified and non-certified personnel and also such criteria as the following for evaluating the superintendent's work: (1) Repute as a man and as a public worker,

among the intelligent leaders of the community, and (2) aggressiveness and skill in promoting a workable program for the welfare and continuous advancement of the schools.

The Palo Verde manual also includes such criteria as the following *not* to be used in evaluating the effectiveness of a chief administrator: (1) criticism from one or a few clamoring people who may be prejudiced or lacking in judgment, and (2) criticism that may be premature, growing out of the introduction of policies or practices for which more time is needed before final judgment should be passed.[19]

Three out of four manuals state rules governing board meetings, frequently including provisions for special and executive sessions, as well as for regular meetings.

Five publications report policies regarding hearings before the board of trustees. The following excerpt from the Palomar handbook is typical:

> Individuals or organizations desiring a hearing before the Board of Governors may do so by submitting a request either verbally or in writing to the Superintendent. Such a request shall include the name of the individual or organization and the general nature of the subject to be presented, and will be placed immediately on the agenda for the next regular Board meeting. It is the general policy of the Board to grant only those hearings which appear on the agenda.

3. *Certified Personnel—Instructors.* As has been noted earlier, twenty of the thirty-eight items mentioned in half of the manuals are concerned with "Certified Personnel—Instructors." Most frequently included are items regarding salaries; various types of leaves—health or hardship, sabbatical and bereavement; and travel. Since these items largely duplicate those found in junior college faculty handbooks,[20] a question might be raised regarding the need for including such information in two college publications. It may well be, however, that there is a value in having these materials in handbooks which are primarily planned for two different groups: one, for faculty use, the other for the board. (See Table IV, Appendix A).

Among the manuals which provide salary information for certified personnel is that of Compton College which presents an explanation of a system by which regular instructors may be paid by the hour for work beyond regularly assigned duties.

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[19]Adapted from: American Association of School Administrators. *School Boards in Action*, Washington, D. C.: National Education Association, 1946. p. 61-2.

[20]See: Frederick C. Kintzer, *Faculty Handbooks in California Public Junior Colleges* (Junior College Leadership Program, Occasional Report No. 1) Los Angeles: University of California, Los Angeles, 1961. pp. 8-9.

Several publications present policies and procedures governing professional travel. Included in the Orange Coast manual, for example, are procedures for securing approval of a trip and for itemizing claims; and rules governing expenditures for lodging and meals. The San Bernardino statement, "Conference Attendance by Faculty Members for Professional Growth," contains, in addition to a list of policies, application forms and explanations for using them. Porterville College lists possible travel routes that teachers may take to earn units for advancement on the district salary schedule: Europe—fifty days or more—two units; Mexico—thirty days or more—one unit.

Attention is given to professional improvement or promotion in fifteen handbooks. The Mount San Antonio College manual includes as an appendix item a "Philosophy and Policies on Courses for Advancement on the Salary Schedule." Instructors at Mount San Antonio are asked to read the following section to be sure that "the request they are making for advancement on the salary schedule through graduate school credits is consistent with this philosophy":

> Our basic obligation at Mt. San Antonio College is to teach and influence young people. As faculty members increase their ability to teach effectively, they show professional growth and their remuneration should increase. In our early salary schedules, the only way to achieve the highest step was by earning a Doctor's Degree.
>
> As we examined this requirement, we realized that it was not consistent with our philosophy. It became obvious that one could show professional growth by pursuing a program of study that would increase teaching effectiveness at this college as well as by a Doctor's Degree. With teaching effectiveness, then, as the basic concept for advancement, the Permanent Salary Sub-Committee has been evaluating courses submitted to it not only as to the Major or Minor background of the person submitting, but whether this course will actually result in professional growth. The Dean or Department Head in the area where the teacher is working will be consulted, when necessary, by the Permanent Salary Sub-Committee to help them in evaluation.

Instructional personnel at Taft College may not only earn promotion through attendance at summer school, but also through travel, research, community service, work experience and in-service training experiences.

Evaluation of faculty services is discussed in ten publications. Among these is the Orange Coast handbook which includes a statement: "Procedures for Special Evaluation of Instruction," used in determining whether an instructor has maintained continued satisfactory performance:

The District Superintendent submits the name of an instructor to the Committee on Evaluation for study, with mention of specific points of inadequacy, and written records of recent class observations and discussions with the instructor. This report must be made before March 15.

After study of the evidence and interview with the division chairman, who becomes a member of the committee during hearings on a member of his divisional faculty, the committee decides whether to dismiss the case or to study it further. If further study is decided upon, the committee will interview the instructor, to ascertain his point of view on the problem, and to point out the specific points of inadequacy. At the same time, the instructor may present evidence or bring competent observers to testify in his behalf.

In some cases, the Committee on Evaluation may wish to consider or to gather evidence from student ratings of the instructor.

After considering all available evidence, the Committee on Evaluation will reach a decision and report its recommendation to the Superintendent, in time for contract issuance for the ensuing year.

In case any instructor is denied advancement on the salary schedule, the Committee on Evaluation should meet with such instructor during the first semester of the next year, at the request of the instructor, to consider evidence of instructional improvement which might enable the instructor to be returned to regular advancement on the salary schedule.

The Yuba College Board of Trustees has adopted a rating form for the evaluation of instructional personnel "as a guide to school officers and employees."

Ten of the twenty-three board policy manuals analyzed contain information on "Political Activities—Controversial Issues In and Out of Class." Typical of the statements on this difficult and complex subject is the following introductory paragraph from the El Camino handbook:

> The Board of Trustees recognizes and encourages the right of its employees, as citizens, to engage in political activity on their own time. However, the Board of Trustees also recognizes that school property and school time paid for by all of the people, shall not be used for political purposes except as provided under the Civic Center Act. . . .[21]

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[21]For further discussion of the Civil Service Act, see p. 22.

The Coalinga College policy on the study of controversial matters includes four prerogatives of the student:

1. The right to study any controversial issue which has political, economic, or social significance and concerning which, at his maturity level, he should begin to have an opinion.

2. The right to have free access to all relevant information, including the materials that circulate freely in the community.

3. The right to study under competent instruction in an atmosphere free from bias and prejudice.

4. The right to form and express his own opinions on controversial issue without jeopardizing his relations with his teachers or the school.

Material on the "student teacher" is included in both the Long Beach and El Camino manuals. Only the El Camino publication has information about the "master teacher."

Policies and/or rules pertaining to orientation of new instructors (one) and probation policies (two books) are infrequently mentioned. Under the general heading, "Personnel Policies," the Allan Hancock manual lists "Ten Good Rules for Personnel," which would appear to be useful in an orientation program for new teachers.

4. *Non-Certified—Classified Personnel.* Types of information (salaries, leaves and travel) provided most frequently for instructors are also emphasized for classified personnel. (See Table V, Appendix A). In this area, however, only four items are included in as many as half of the twenty-three board policy manuals: "Salary Information," "Bereavement Leave," "Health or Hardship Leave," and "Vacations and Holidays."

Following a salary schedule for classified personnel, the El Camino handbook lists positions for non-certified employees—classified as clerical, technical, maintenance or operational—with corresponding ranges of pay for each.

In addition to job classifications of non-certified personnel, the Hartnell manual includes descriptions of the duties of cafeteria, custodial, maintenance and office personnel.

Although promotion policies for instructors are frequently included in manuals, only Modesto reports such policies for certain non-certified or classified employees. Under the general heading: "Personnel Classified—Promotion and In-Service Training (Policy and Procedures)," the following policy is first presented:

> No individual shall be employed in the Maintenance or Custodial Services Departments as a skilled Craftsman and paid on the established wage scale for such skilled craftsman unless

he presents evidence of training and experience which would qualify him on the basis of the established standards of the trade.

Procedures which control the promotion of employees in the Custodial Services, Maintenance and Ground Services Departments are then listed, of which the following is an example:

> Promotions from the custodial staff shall be based upon the abilities and competence of the individual, evidenced by inspection reports and merit ratings on file in the Personnel Office or the Office of the Business Manager. Seniority shall only be considered a deciding factor where the ratings of two individuals are equal.

A policy for granting service awards to classified personnel (as well as to members of the instructional staff) is presented only in the El Camino policy document.

The relationship between non-certified employees and instruction is recognized at Palo Verde:

> The board recognizes that the primary function of the classified personnel is to augment the work of the certificated staff in order that the best possible educational system can be maintained.

5. *Student Body and Educational Program.* Although forty-nine different items regarding the student body and the educational program are included in one or more manuals, most materials under this heading are found in only a scattering of publications and only four topics appear in as many as half of the handbooks: "Graduation Requirements," "Financial Procedures (student body)," "Bus Transportation," and "Textbook Selection and Related Policies." (See Table VI, Appendix A).

Since other publications (primarily catalogs and student handbooks) inform students regarding general regulations and course offerings, it may not be surprising that board policy manuals give comparatively little attention to materials concerning the student body and the educational program.

Six of the twenty-three handbooks examined state purposes and objectives of the instructional program. The Porterville manual, for example, contains a section entitled, "Purpose of Instruction":

> The educational and instructional program of this district shall be geared to the promotion of the physical, intellectual, emotional, and moral growth of the student. It shall further be the responsibility of those preparing the course of instruction to recognize the individual differences of students and to so gear

the program that adequate instruction is available to meet the individual need of the student. Courses of study shall be clearly defined so that the student clearly recognizes the accepted patterns of achievement which will result in the maximum amount of learning.

Objectives of the educational program listed in the Sacramento handbook refer to community educational needs, the importance of coordinated instruction, and "a reasonable independence in management, in programs and in facilities of each unit of the district in order that it may develop in terms of the needs of its own community and clientele."

One of the six publications which include purposes of the instructional program, that of Reedley College, presents a statement of the purposes of the adult education program:

> Adult education is tailored to the needs of adults and their habits of learning. The education of adults cuts vertically through the stratified horizontal learning pattern of minors because of the extreme variance of adult needs. It raises the level of social, economic, and cultural leadership of the community by offering elementary, secondary, and college education on an adult level. It is flexible to cover the variety of adult interests. The swiftly changing social and economic concepts of today's community create an urgent need for such education.

Following statements of the objectives of adult education in the Orange Coast manual are "Standards and Criteria for the Operation of Adult Classes":

(1) To fill gaps in previous schooling,

(2) To provide educational experiences which lead to improvement of citizenship,

(3) To offer instruction designed to meet vocational needs,

(4) To provide a program of education which will contribute constructively to the home as a basic unit of society,

(5) To provide opportunities for self-expression,

(6) To sponsor instruction which will broaden and strengthen the cultural and intellectual horizons of the people served.

Included in the diverse group of topics dealing with associated student body affairs and the college program are: "Public Performance" and "Student Insurance" both mentioned in five manuals, "Prohibited Instruction" discussed in four, and "Assemblies—Dances," "Veterans," and "Secret Societies," each of which is reported in two publications.

Manuals from Reedley, Chaffey, Fresno and Long Beach refer to areas in which instruction in the public schools of California (including junior colleges) is prohibited. A summary of these California *Education Code* provisions is given in the Reedley document:

> It is legally required that attention of the faculty be directed to Educational Code Sections 8451 through 8455. A copy of the Educational Code is in each school library. These code sections deal with "Prohibited Instruction." Essentially nothing shall be done by any teacher that shall reflect in any way upon citizens of the United States because of their race, color or creed. The same shall be true of any textbook, chart or other means of instruction. Also, no publication of a sectarian, partisan or denominational character shall be used or be a part of any school library nor shall any such be taught. There shall be no advocacy or teaching of communism with the intent to inculcate a preference in the mind of any pupil for such doctrine. Each member of the faculty is urged to read these particular code sections in order to gain the full import of their meaning.

The Modesto handbook presents regulations governing the disposal of texts and library books under a section entitled: "Disposal of obsolete Non-State Furnished Books." Texts which have been declared obsolete will first be inspected for possible use as supplementary material elsewhere in the district. If not suitable for such use, books may then be either "traded in on new sets," offered for sale to parents, students, and faculty members . . .," "sold to used book dealers . . ." or donated to any public organization within the State of California "which agrees to use such books for public education purposes and agrees also to make no charges of any kind to persons to whom such organization gives or lends such books." The Modesto policy further states that: "If such books cannot be disposed of by any of the means listed above, the Purchasing Agent is authorized to sell the textbooks to bulk paper dealers." As a last resort, texts may be burned.

Information concerning work experience programs is provided in the publication of Hartnell College where students are given opportunities "to work part-time in offices, stores and business establishments while attending school." Criteria for the selection of positions are listed and the responsibilities of both the college and employer are explicitly stated.

None of the board policy manuals examined for this study include information concerning foreign students who are attending junior colleges in ever-increasing numbers. Deans of Student Personnel in the seven Los Angeles junior colleges do, however, have regulations in

form of memoranda which govern the admission of students from foreign countries.

6. *Business Management.* The fact that practically all manuals include items regarding business practices suggests that boards not only recognize the importance of sound financial procedures, but that they are also aware of their particular responsibility in this area. (See Table VII, Appendix A). Of the thirty-nine items on business management which are included in one or more manuals, only "Purchasing Policies" and "Insurance Coverage (other than students)" are included in as many as half of the publications.

Details of transacting business (requisitioning procedures, bidding, handling of receipts and invoices, etc.) are presented, in a number of cases, as sub-headings under "Purchasing Policies." The importance of local purchasing is emphasized in two manuals.

The following statement from the Allan Hancock handbook is typical of those which describe insurance responsibilities of a board of trustees:

> The Board will adequately insure the district against all insurable risks. Insurance coverages will include comprehensive liability insurance and blanket fidelity and surety bond and any other insurance coverages necessary to adequately protect the district, the Board collectively and individually, and district employees.

In sections dealing with employee injuries, the Compton, Citrus and Reedley publications, among others, refer to the State Workingmen's Compensation Insurance Fund which, as presented in the State of California *Education Code* (sections 812 and 857), provides hospitalization and surgical-medical benefits to all employees injured at work.

In the Citrus manual are listed four reasons why teachers and administrators are most frequently accused of negligence: (1) "Failure to follow school policies in planning or carrying out student activities," (2) "Leaving a class or activities unsupervised without an urgent reason," (3) "Failure to provide safety precautions when responsible for an activity," and (4) "Using corporal punishment except under rules established by the district, or administering cruel or unusual punishment." Additional information is also provided on comprehensive personal liability, automobile liability and on-the-job insurance, other than that provided by the school district.

Material concerning budget preparation and budget adoption as provided for by state law is given in nine and six handbooks, respectively. Only one manual (Citrus), however, includes an actual current budget.

Eight publications have material concerning inventories and seven state policies and/or regulations governing interdistrict financial arrangements.

Although many California junior colleges are presently engaged in new campus construction and remodeling of facilities, few cite policies or regulations regarding plant planning and building. The American River manual, however, records procedures for use in employing an architect, securing land, and naming new buildings.

The Modesto handbook gives directions for the destruction of financial records as "specifically authorized by the *Education Code.*"

7. *Buildings—Equipment—Grounds.* As shown in Table I, the most frequently mentioned items under this division are: "Use of Facilities by Off-Campus Groups," "Use of Facilities by On-Campus Groups" and "Use of Cafeteria and Concessions."

Several manuals, including those from Orange Coast, Fresno and San Mateo, refer to the "Civic Center Act" which established rules to govern the use of public school facilities by community groups. (See Table VIII, Appendix A.) The San Mateo handbook summarizes regulations concerning the use of buildings and facilities under this Act:

> The Business Manager will grant permission for the use of buildings and facilities to groups which qualify under the terms of the Civic Center Act. Such use must not interfere with the use of buildings and groups for regular College purposes. Any organization applying for the use of any District facility under the provisions of the Civic Center Act will be required to file an affidavit attesting to the fact that neither the organization nor its members are in any way affiliated with any subversive element (as defined in the *Education Code.*)

The Taft publication, along with others, presents quotations from the State of California *Education Code* which set specific limitations, requirements and restrictions on the use of buildings and facilities:

> (Sec. 16553) No use shall be granted in such a manner as to constitute a monopoly for the benefit of any person or organization.
>
> (Sec. 16554) No privilege of using the buildings or grounds shall be granted for a period exceeding one year. The privilege is renewable and revocable at the discretion of the board at any time.

Nine manuals include schedules of rental fees charged for buildings and/or equipment. The Yuba College manual states conditions under which a district may charge for use of buildings and/or equipment:

> A charge shall be made for the use of the schoolhouses, property, and grounds in the case of entertainment or meetings

where admission fees are collected or contributions are solicited and the net receipts of the admission fees or contributions are not expended for the welfare of the pupils of the district or for charitable purposes. However, the governing board may permit such use, without charge, by organizations, clubs, or associations organized for general character building or welfare purposes, when membership dues or contributions are solely for the support of the organization, club, or association, or the advancement of its character building or welfare work.

Seven publications contain policies governing traffic control and parking, an ever-increasing problem on junior college campuses.

Policies and procedures for plant maintenance are reported in eight handbooks. Although such information is usually included in a "buildings and grounds" section of manuals, in some instances, these materials are found in statements of the duties and responsibilities of officials in charge of maintenance and/or supplies and equipment.

8. *Miscellaneous.* Among the miscellaneous items included in handbooks are policies regarding the control of agents, salesman and solicitors; and emergency or disaster regulations. (See Table IX, Appendix A).

Both Sacramento and Porterville record information concerning loyalty oaths, while Reedley, American River and Fresno provide information concerning academic dress for certain occasions during the college year.

Research, which is not one of the most important functions of the junior college, is discussed in three publications: Sacramento, Long Beach and Modesto. In the Sacramento manual, research is defined and its value discussed as follows:

> Research . . . shall comprise activities devoted specifically to the task of discovering or developing need for information and making it available for direct use in the school system.
>
> As a process research is inseparable from executing and a continuous use of research and research advice in our work will guarantee a healthy and vigorous forward look in our work and obviate waste from too much delay and guessing.

As indicated in the Sacramento document, research in the Sacramento district functions throughout the school system, and is "regarded as a special instrument for pointing the way in building the school program to fit the needs and in keeping it in close harmony with those needs as they change." An assistant superintendent of research and student personnel—aided by a research assistant—is in charge of all research activities at Sacramento.

At Modesto, a director of research, guidance and psychological services is charged with the responsibility for conducting surveys of

community resources pertinent to education and occupational advisement, conducting periodical follow-up studies on graduates and school leaders, and coordinating research activities carried on within the schools. Mention of a research advisory committee is also made in the Modesto handbook.

Although only six manuals contain information specifically under the heading "public relations," most contain one or more policies which involve college-community relationships. In a seventeen page appendix to the American River handbook, a community relations program is described in considerable detail. Stressed in this statement is the close relationship which must be maintained between college and community:

> To be most effective in its mission, the public junior college must have a high degree of understanding, approval and support from the community it serves.
>
> A well-planned, workable community relations program can provide the nucleus around which this understanding, approval and support is obtained. The program must be continuous and its importance cannot be overstressed.
>
> Certain activities which might be a part of a community relations program are suggested in this policy statement. The statement can be useful only if the program it proposes is implemented and continually emphasized by the college personnel.

Only the Porterville College manual includes definitions of important terms. Under a section heading, "Terminology Clarification," the following words are explained: "district," "county," "code," "D. M. (district minutes)," "superintendent," "governing board" and "policy, rules and regulations."

Three-fourths of the manuals contain references to state law and/or state education code provisions, and one-half indicate the dates when board approval was given to particular policies.

Only three handbooks specifically distinguish between policies and rules and regulations. One, for example, (Modesto) presents two listings for many topics: one, a "policy," (these statements vary in degrees of specificity), and below this, a "procedure" which is an adaptation to the particular situation. By way of illustration, the following is given as a "policy":

> All classified personnel will be evaluated at least once annually. The procedures of evaluation shall be estabished by the Personnal Committee, and on determination will be implemented by the Personnel Secretary.

This "policy" is followed by a "procedure":

> No person evaluated below average shall be recommended

by the department head for re-employment for the ensuing year unless the evaluation has been reviewed and employment approved by the Business Manager, Assistant Superintendent, and/or Superintendent.

Another statement of the difference between policy and rules and regulations is found in the "Introductory Statement" of the Hartnell College manual:

> Board members, under law, are charged with the responsibility of the welfare of the school system in which they are trustees. Their authority is as a group and not as individuals. To assist them in carrying out their responsibilities, they employ a superintendent (the President of the College) and delegate to him the responsibilities of administering the school under the general policies laid down by them.
>
> A school system operates primarily on policies laid down by the Board of Trustees, either in the form of actions taken on specific problems or carefully developed statements of policy. Closely allied to this is administrative policy, which is essentially the President's philosophy of administration coupled with his interpretation of what is Board policy.

A different method is used by the Sacramento School District to distinguish between board policies and administrative procedures. Two documents: "Rules and Regulations of the Board of Education" and "Superintendent's Manual of Instructions to School Officers and Employees," are printed separately. The two complement each other, "and together form the major divisions of a comprehensive plan for the definition and placement of responsibility and for the flow of authority throughout the system." The "Superintendent's Manual of Instruction to School Officers and Employees" represents his interpretation of the Board's Regulations and "shows how he proposes to use the discretionary powers the Board has given him as its chief executive officer."

Forms, maps and charts are frequently included. The Chaffey College publication has varied organizational charts, one of which, for example, shows the degree of authority and/or responsibility of the board, administration, staff, students, and lay groups in various areas of activity from "accreditation" to "yell leaders." Lines of authority and types of responsibility may thus be readily identified and traced. It may be seen at a glance, for instance, that the president has final authority in the assignment of teachers, or that the director gives administrative approval for ordering diplomas. Another chart in the Chaffey manual shows which administrator is responsible for the preparation of various reports (federal, state, county, district, etc.) and provides due-

dates for each. As exemplified in the Chaffey publication, charts, when carefully constructed and designed for specific purposes, are helpful.

C. FORMAT.

All but three of the manuals are mimeographed—only Yuba, Sacramento and Long Beach have printed booklets. Eleven of the twenty-three are held together by metal clasps, nine by staples, two by plastic clasps and one by a ring binder. Some of the handbooks are obviously in the process of development and have temporary type bindings for this reason. A number of long established manuals are, however, so arranged that materials may readily be added or eliminated. Policy changes and additions to the Los Angeles Junior College District manual are, it is interesting to note, distributed by the Personnel Division in memorandum form *only* to appropriate college personnel—administrative, instructional or classified.

Colored paper is occasionally used to emphasize sections. In the Taft handbook, for example, the table of contents is on yellow paper, and colored paper is used for separators between major sections.

Seventeen of the twenty-three manuals reviewed have tables of contents and seven, indices. The length of the publications ranges from seven to 137 pages—with an average of sixty. Most of the manuals (twenty to be exact), have eight and one-half by eleven inch pages.

Chapter III

Conclusions and Recommendations

Study of the literature of administration, examination of the publications included in the present survey, and conferences with administrators and board members make it clear that the board policy manual can play an important role in the effective organization and operation of the junior college.

Although only twenty-three of the fifty-eight California districts operating junior colleges sent policy manuals to the UCLA Laboratory in Junior College Administration, administrators from no less than twenty-six additional districts indicated, for example, that a statement of board policies was being developed. Three of these publications have recently been completed—but too late to be included in the present survey.

Up to the present, there has been little standardization of policy manuals. Board handbooks are highly individualistic—undoubtedly reflecting the personalities of administrators and board members as well as the characteristics of their communities.

Although these publications differ widely, they include much material in common. Particularly notable is the frequency with which manuals include policies and regulations regarding (1) Organization of the Board and Administration of the College and (2) Certified Personnel—Instructors. Policy handbooks give notably less attention to students and the educational program—possibly because other publications (the catalog and student handbook, for example) are concerned with students and college offerings.

Study of the literature of board policy manuals and analysis of the publications included in the present survey lead to the following recommendations for the consideration of administrators, boards, or committees planning new policy documents or revising old ones:

(1) Distinguish as far as possible between policy statements established by the board and regulations developed from policies by the administration,

(2) Include statements of philosophy and/or purposes—objectives which are fundamental to an understanding of, and hence, the effective operation of an institution,

(3) Include a table of contents and an index, even in preliminary edition of manuals,

(4) Develop a plan under which manuals may be revised and kept up to date,

(5) Provide every member of the administration, instructional faculty and service staff with a copy of the handbook—or at least with those sections of it which are pertinent to his work.

It is further suggested that items in the tables of this report be used as a check list to assist in identifying materials for inclusion in a policy manual.

A completed sequence of board policies is obviously not one of the first things to be accomplished in a new junior college. Boards of trustees and chief administrators should, however, be encouraged from the very beginning to record statements of policies and procedures which can become the basis for a manual. Such a publication may notably contribute to effective working relationships between and among boards of trustees, administrators, other groups of college personnel, students, and the community—in newly established as well as in the long established junior college.

Appendix A.

Table I.

Items Included in Half or More of Twenty-Three California Public Junior College Board Policy Manuals Arranged in Rank Order on Basis of Frequency of Occurrence

Item	Manuals in which Found		
	Number	Percent	Rank
Responsibilities of President and/or District Superintendent	19	83	1½
Salary Information (certified personnel)	19	83	1½
Functions of Board of Trustees (general functions)	18	78	4½
Board Meetings (regular, special, executive, quorum, etc.)	18	78	4½
Health or Hardship Leave (certified personnel)	18	78	4½
References to State Law and/or California *Education Code*	18	78	4½
Health and Hardship Leave (non-certified—classified personnel)	17	74	7½
Table of Contents	17	74	7½
Sabbatical Leave (certified personnel)	16	69	10½
Use of Facilities by Off-Campus Groups	16	69	10½
Preface—Foreword	16	69	10½
Professional Improvement (travel, work, correspondence courses, research)	15	65	15½
Bereavement Leave (certified personnel)	15	65	15½
Convention Travel (administration and faculty—allowances, etc.)	15	65	15½
Travel other than Conventions (administration, faculty and non-certified—classified personnel)	15	65	15½
Salary Information (non-certified—classified personnel)	15	65	15½
Bereavement Leave (non-certified—classified personnel)	15	65	15½
Bus Transportation	15	65	15½
Purchasing Policies	15	65	15½
Responsibilities of Directors	14	61	21½
Substitute Teachers	14	61	21½
Other Absences (personal—certified personnel)	14	61	21½

Table I. (Continued)
Items Included in Half or More of
Twenty-Three California Public Junior College
Board Policy Manuals
Arranged in Rank Order on Basis of Frequency of Occurrence

Item	Manuals in which Found		
	Number	Percent	Rank
Vacations and Holidays (non-certified—classified personnel)	14	61	21½
Duties and Responsibilities (certified personnel)	13	57	25½
Organizational Pattern (charts and/or information)	13	57	25½
Retirement Policies (certified personnel)	13	57	25½
Use of Facilities by On-Campus Groups	13	57	25½
Organization of Board (membership, vacancies, general elections)	12	52	33
Board Agenda	12	52	33
Responsibilities of Deans	12	52	33
Physical Examination (x-rays, etc.—certified personnel)	12	52	33
Graduation Requirements	12	52	33
Financial Procedures	12	52	33
Textbook Selection and Related Policies	12	52	33
Insurance Coverage (other than students)	12	52	33
Use of Cafeteria and Concessions	12	52	33
References to Board of Trustees' Adoption of Policies (dates when individual policies were adopted, signatures, special code numbers, etc.)	12	52	33
Maps—Charts	12	52	33

Table II.

Frequency with which Items are Included in Introduction
to Twenty-Three California Public Junior College
Board Policy Manuals

Item	Manuals in which Found	
	Frequency	Percent
Background—History	3	13
Philosophy	4	18
Preface—Foreword	16	69
Purposes—Objectives of College	1	4

Table III.

Frequency with which Items Concerning Organization of Board—Administration of College are Included in Twenty-Three California Public Junior College Board Policy Manuals

Item	Manuals in which Found	
	Frequency	Percent
Board Agenda	12	52
Board Committees	6	26
Board Meetings (regular, special, executive, quorum, etc.)	18	78
Board Minutes and Reports	9	39
Duties of Secretary to Board	11	48
Elections (bond, etc.)	3	13
Functions of Board of Trustees	18	78
Hearings Before Board	5	22
Legal Authority (bases)	11	48
Organization of Board (membership, vacancies, general elections)	12	52
Organizational Pattern (charts and/or information)	13	57
Responsibilities of Assistant Directors	1	4
Responsibilities of Assistant Superintendents	5	22
Responsibilities of Assistant Supervisors	3	13
Responsibilities of Assistant to President	2	8
Responsibilities of Associate Deans	3	13
Responsibilities of Business Manager	9	39
Responsibilities of Chief Accountant	4	18
Responsibilities of Comptroller	2	8
Responsibilities of Consultants	1	4
Responsibilities of Coordinators	6	26
Responsibilities of Counselors	4	18
Responsibilities of Deans	12	52
Responsibilities of Directors	14	61
Responsibilities of Division and/or Department Heads	7	30
Responsibilities of Librarians	5	22
Responsibilities of Nurses	4	18
Responsibilities of Personnel Technician	1	4
Responsibilities of President and/or District Superintendent	19	83
Responsibilities of Purchasing Agent and/or Director	3	13
Responsibilities of Registrar	1	4

Table III. (Continued)

Frequency with which Items Concerning Organization of Board—Administration of College are Included in Twenty-Three California Public Junior College Board Policy Manuals

Item	Manuals in which Found	
	Frequency	Percent
Responsibilities of Supervisors	5	22
Responsibilities of Vice Presidents and/or Associate Superintendents	10	43
Salary Information (other than salary schedule)	5	22
Salary Schedule (administrative)	3	13
Vacations (administrative)	6	26

Table IV.

Frequency with which Items Concerning Certified Personnel—Instructors are Included in Twenty-Three California Public Junior College Board Policy Manuals

Item	Manuals in which Found	
	Frequency	Percent
Appointment Policies	9	39
Assignment and Transfer	8	35
Attendance Reports and Other Reports	2	8
Bereavement Leave (including illness in family)	15	65
Certification Regulations	8	35
Class Record Books	7	30
Committees—Commissions—Councils	8	35
Contracts	6	26
Convention Travel (administration and faculty—allowances, etc.)	15	65
Court Subpoena Leave	3	13
Course Outlines	4	18
Credit Union Regulations	1	4
Discipline	7	30
Dismissal Policies	8	35
Duties and Responsibilities	13	57
Emergency Leave (accidents)	11	48
Evaluation (instructors and/or instruction)	10	43
Exchange Teaching	8	35
Functions of Teaching	3	13

Table IV. (Continued)

Frequency with which Items Concerning Certified Personnel—Instructors are Included in Twenty-Three California Public Junior College Board Policy Manuals

Item	Manuals in which Found	
	Frequency	Percent
Extra Salary Increments	6	26
Health or Hardship Leave	18	78
Inservice Training	5	22
Key and Lock Regulations	7	30
Mail Regulations	2	8
Master Teachers	1	4
Maternity Leave	11	48
Meetings (faculty, committee, departmental, etc.)	6	26
Other Absences (personal)	14	61
Orientation of New Instructors	1	4
Outside Employment	4	18
Physical Examinations (x-rays, etc.)	12	52
Political Activities—Controversial Issues In and Out of Class	9	39
Professional Improvement (travel, work, correspondence courses, research)	15	65
Professional Organizations	5	22
Probation Policies	8	35
Publications by Faculty	2	8
Recruitment and Selection	7	30
Replacement Policies	1	4
Required Qualifications other than Certification	2	8
Salary Deductions	8	35
Salary Information (other than salary schedule)	19	83
Salary Schedule	11	48
Service Awards	1	4
Student Teachers	2	8
Substitute Teachers	14	61
Summer Work	3	13
Teachers' Institutes	2	8
Teaching Load Policies	5	22
Telephone Regulations	6	26
Tenure Policies	10	43
Travel other than Conventions (administration, faculty and non-certified—classified personnel)	15	65
Tutoring Policies	3	13

Table V.
Frequency with which Items Concerning Non-Certified–Classified Personnel are Included in Twenty-Three California Public Junior College Board Policy Manuals

Item	Manuals in which Found	
	Frequency	Percent
Appointment Policies	11	48
Assignment and Transfer	6	26
Bereavement Leave (including illness in family)	15	65
Classification of Employees	5	22
Contracts	7	30
Court Subpoena Leave	5	22
Emergency Leave (accidents)	11	48
Evaluation	3	13
Health or Hardship Leave	17	74
Maternity Leave	6	26
Military Leave	6	26
Organizations	2	8
Other Absences (personal)	9	39
Overtime Pay Policies	9	39
Physical Examinations (x-rays, etc.)	10	43
Probation Policies	2	8
Promotion Policies	1	4
Recruitment and Selection	3	13
Relationships with Certified Personnel and Students	1	4
Resignation Policies	3	13
Retirement Policies	9	39
Salary Deductions	3	13
Salary Information (other than salary schedule)	15	65
Salary Schedule	10	43
Service Awards	1	4
Stenographic Services	1	4
Substitutes	1	4
Supervision and Separation	9	39
Travel Regulations	4	18
Vacations and Holidays	14	61
Work Day–Week (defined)	8	35

Table VI.

Frequency with which Items Concerning Student Body and Educational Program are Included in Twenty-Three California Public Junior College Board Policy Manuals

Item	Manuals in which Found	
	Frequency	Percent
Academic Loads	1	4
Academic Standards	3	13
Admission Policies	5	22
Adult Education Policies	11	48
Associated Student Body (government, by-laws, etc.)	6	26
Athletics (program, references to athletic code, etc.)	5	22
Attendance Policies	9	39
Audio-Visual Services	3	13
Auditing Associated Student Body Books	4	18
Audit Students	4	18
Bonds—Contracts	2	8
Budgetary Controls	6	26
Bus Transportation	15	65
Clubs—Organizations	8	35
Conduct (smoking, drinking, gambling, narcotics, hazing)	10	43
Curriculum Development	2	8
Day—Week—Year (definitions)	9	39
Disposal of Texts and/or Library Books	1	4
Dress (neatness)	2	8
Examinations	2	8
Fees (associated student body, breakage, fines, adult education, etc.)	6	26
Field Trips Regulations	10	43
Financial Procedures	12	52
Financial Statements	3	13
Grading System	2	8
Graduation Requirements	12	52
Guidance Services	4	18
Investigation—Interrogation	1	4
Loan Policies	4	18
Non-Resident and Out of District Students	4	18
Organizing New Clubs	1	4
Probation—Retention	6	26
Prohibited Instruction	4	18
Psychological and Testing Services	2	8
Public Performances	5	22

Table VI. (Continued)

Frequency with which Items Concerning Student Body and Educational Program are Included in Twenty-Three California Public Junior College Board Policy Manuals

Item	Manuals in which Found	
	Frequency	Percent
Publicity—Political Activities of Student Body	1	4
Purposes of Educational Program	6	26
Registration Regulations (change of classes, etc.)	3	13
Scholarships and Honors	3	13
Secret Societies	2	8
Student Employment Services	2	8
Student Insurance (athletic, etc.)	5	22
Summer Classes	5	22
Suspension—Withdrawal—Expulsion	10	43
Textbook Selection and Related Policies	12	52
Transcripts	2	8
Transfer To/From Other Colleges (advance credits by examinations, etc.)	5	22
Veterans	2	8
Work Experience Program	1	4

Table VII.

Frequency with which Items Concerning Business Management are Included in Twenty-Three California Public Junior College Board Policy Manuals

Item	Manuals in which Found	
	Frequency	Percent
Accounting System (payrolls, etc.)	11	48
Acquisition and Annexation of Property	2	8
Annual Reports	4	18
Audit Policies	8	35
Bid Regulations	6	26
Bonding Employees	3	13
Budget and Expense Reports (financial statements)	7	30
Budget of College for Current Year	1	4
Budgetary Controls	2	8
Building Fund Account	2	8

Table VII. (Continued)

Frequency with which Items Concerning Business Management are Included in Twenty-Three California Public Junior College Board Policy Manuals

Item	Manuals in which Found	
	Frequency	Percent
Capital Improvements to Buildings, Equipment and Land	3	13
Change Orders	2	8
Classification of Expenditures (receipts, invoices, etc.)	3	13
Destruction of Records	1	4
Emergency Funds	2	8
Employment of Architect	1	4
Farm Account	3	13
Fines and Collections	2	8
Food Services Account	5	22
General Functions—Business Management	3	13
Gifts, Grants, Bequests	4	18
Income from State Equalization	2	8
Income (local, state, federal, fees, etc.)	1	4
Insurance Coverage (other than students)	12	52
Interdistrict Arrangements	7	30
Inventories	9	39
New Building Construction	1	4
Payments in Lieu of Transportation	2	8
Preparation and Publication of Budgets	9	39
Public Review and Budget Adoption	6	26
Purchasing Locally	2	8
Purchasing Policies	15	65
Raising Funds	1	4
Receiving and Paying For Goods and Services	3	13
Requisitions	10	43
Reserve Funds	3	13
Revolving (petty cash) Funds	6	26
Sales and Rentals	8	35
Zoning Regulations	1	4

Table VIII.

Frequency with which Items Concerning Buildings—Equipment—Grounds are Included in Twenty-Three California Public Junior College Board Policy Manuals

Item	Manuals in which Found	
	Frequency	Percent
Bicycles and Scooters	3	13
Fee Schedule for Use of Buildings and Equipment	9	39
General Policies (purposes, personnel requirements, etc.)	1	4
Maintenance (replacement, repairs, plant upkeep, care of grounds)	8	35
Safety and Sanitation	8	35
Traffic Control and Parking Cars	7	30
Use of Bookstore	4	18
Use of Cafeteria and Concessions	12	52
Use of Campus Dwellings	1	4
Use of Facilities by Off-Campus Groups	16	69
Use of Facilities by On-Campus Groups	13	57
Use of Gymnasium	2	8
Use of Library	3	13
Use of Little Theater	1	4
Use of Stadium	1	4
Use of Student Center	1	4
Use of Swimming Pool	5	22

Table IX.

Frequency with which Miscellaneous Items are Included in Twenty-Three California Public Junior College Board Policy Manuals

Item	Manuals in which Found	
	Frequency	Percent
Academic Dress	3	13
Accreditation Information	1	4
Advertising—Propaganda	2	8
Agents—Salesmen—Solicitors	10	43
Amendments to Manual	10	43
Bulletins	2	8
Calendar of Events	6	26
Citizens' Advisory Committees	3	13

Table IX. (Continued)

Frequency with which Miscellaneous Items are Included in Twenty-Three California Public Junior College Board Policy Manuals

Item	Manuals in which Found	
	Frequency	Percent
Code of Ethics	2	8
Community Relations	6	26
Definitions of Important Terms	1	4
Display of Flags	4	18
Dormitories—Housing	4	18
Duplicating—Printing Services	3	13
Emergency or Disaster Regulations	8	35
Emergency Treatment (first aid, etc.)	1	4
Employment of Two Members of One Family	3	13
Forms	10	43
Health Services	7	30
Index	8	35
Loyalty Oaths	2	8
Maps—Charts	12	52
Names (board of trustees membership, chief administrator, other administrative officers, etc.)	9	39
Photographic Services	1	4
Pledge of Allegiance	3	13
Policies and Procedures Distinguished	3	13
Publications (other than bulletins)	3	13
References to Board of Trustees' Adoption of Policies (dates when individual policies were adopted, signatures, special code numbers, etc.)	12	52
References to State Law and/or California *Education Code*	18	78
Research (institutional studies)	3	13
Schedule of Classes	1	4
Sunday Activities	1	4
Table of Contents	17	74
Tort Liability (employees)	2	8

Appendix B.

PARTICIPATING COLLEGES

Allan Hancock College
American River Junior College
Cabrillo College
Chaffey College
Citrus College
Coalinga College
College of San Mateo
Compton College
El Camino College
Fresno City College
Hartnell College
Long Beach City College
Modesto Junior College
Mount San Antonio College
Orange Coast College
Palomar College
Palo Verde College
Porterville College
Reedley College
Sacramento City College
San Bernardino Valley College
Taft College
Yuba College

Appendix C.

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